

Social Marketing for Urban Sanitation

Report of a 3-day regional workshop
Dar es Salaam, Tanzania
8th – 10th November 2004

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Glossary

AMREF	African Medical & Research Foundation
DFID	Department for International Development
ECOSAN	Ecological sanitation
EEPCO	Environmental Engineering and Pollution Control Organization
LSHTM	London School of Hygiene and Tropical Medicine, University of London
MOH	Ministry of Health
MOWLD	Ministry of Works
NGOs	Non Governmental Organisation
O&M	Operation and Maintenance
TMC	Temeke Municipal Council
TREND	Training Research and Network for Development
TV	Television
UNICEF	United Nations Children's Fund
VIP	Ventilated improved toilet
WA	WaterAid
WEDC	The Water, Engineering and Development Centre, Loughborough University, Leicestershire, LE11 3TU. Telephone 0 (44) 1509 222885
WHO	World Health Organisation

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1. Introduction

1.1 Purpose of the Report

The purpose of this report is to present the proceedings and the outcome of the regional workshop held in Dar es Salaam, Tanzania on the process for marketing sanitation in low-income urban communities, and to explore the potentials for scaling up sanitation marketing. The workshop provided an opportunity to share lessons learnt from an action research on marketing toilets in low-income urban communities with participants from Tanzania, Uganda, Ethiopia and Ghana, representing governmental and non-governmental agencies. This reports presents insights into the role of various partners in implementing sanitation marketing.

1.2 Background

Sanitation, the safe disposal of human excreta is a basic human need yet a large proportion of the world's population (over 2.4 billion) do not own or have access to hygienic sanitation facilities. One of the targets of Millennium Development Goal 7 is to halve, by 2015, the proportion of people without access to safe drinking water and basic sanitation. A recent report by UNICEF and WHO (2004) indicates that sanitation coverage rose from 49% in 1990 to 58% in 2002. The report stresses that 'without a sharp acceleration in the rate of progress the world will miss the sanitation target by half a billion people'. The situation is said to be most serious in South Asia and Sub-Saharan Africa. Various attempts have been made to improve access and uptake of improved sanitation but with minimal success.

The majority of improved sanitation facilities in Africa and Asia are paid for by households and supplied by the private sector (often small independent providers). It is obvious from the existing practice that to accelerate sanitation uptake and coverage, a marketing approach needs to be adopted to scale up the efforts of the private providers. Sanitation marketing requires a balance between demand and supply. In order to obtain this balance, there needs to be the following:

- appropriate *products (toilet options)*
- various *price* categories,
- *place(s)* where the products can easily be obtained and
- the products packaged and *promoted* in such a way that attracts people to want to buy them.

An action research on Social Marketing for Urban Sanitation in Africa looked at the process for marketing sanitation in low-income urban settlements. The research funded by the Department for International Development (DFID) of

the British Government was conducted in Ghana and Tanzania. The action research was carried out by WEDC in collaboration with LSHTM, WaterAid Tanzania and TREND group Kumasi Ghana. In Tanzania, the research was implemented in a high-density low-income urban settlement – Keko Munga B in Dar es Salaam and in Ghana – a peri urban town, Nkawie in Kumasi Metropolis.

The regional workshop held in Dar es Salaam, Tanzania created the opportunity to present the process for sanitation marketing implemented in Tanzania and Ghana, to discuss lessons learnt and to explore possibilities for scaling up. The workshop was carried out in close partnership with WaterAid Dar es Salaam Urban Program.

1.3 Layout of the Report

The report comprises the following main sections:

- Title page
- Contents
- Glossary
- Introduction
- Workshop proceedings
- Annexes

1.4 Summary of the Methodology for sanitation marketing

The methodology for marketing sanitation tested in Tanzania consists of seven key steps similar to commercial marketing approaches. The key principles that were taken into consideration in implementing the marketing strategy include:

- **Users of sanitation facilities are viewed as consumers of a product:** The residents of the target settlement were considered as consumers of a product. Attempts were therefore made to understand the market, looking at motivations for acquiring toilets and features that the target audience desire in a toilet. The marketing strategy was designed based on the outcomes of a market research.
- **Consumer-based rather than product-based approach:** The approach taken was aimed at satisfying the target market rather than promoting a particular toilet technology. This ensures that people can choose which toilet satisfies their requirements.

- **Sanitation facilities are considered as commercial products:** The toilets being promoted were developed on the basis of consumer preferences. These toilets are then openly marketed without subsidies and consumers pay the full costs of the toilets. Providers were identified and trained on the toilet options being promoted.
- **Sanitation marketing based on the commercial marketing mix:** The strategy was based on the **4Ps** of marketing – **Product; Price; Place; Promotion**. This included establishing a supply outlet and launching a promotion campaign.

Based on the principles listed above, the following process was adopted for implementing sanitation marketing in Dar es Salaam, Tanzania.

- i. Market research (formative research)
- ii. Analysis and development of preliminary marketing strategy
- iii. Product and Providers' identification
- iv. Product development and training of toilet providers
- v. Product testing and modification
- vi. Development of promotion concepts and Pre-testing
- vii. Creative conceptualisation and Pre-testing
- viii. Development of promotion strategy
- ix. Launch of a campaign to market toilets

2. Workshop Proceedings

2.1 Purpose and Objectives

The main purpose of the workshop was to explore ways of using marketing approaches to accelerate uptake and coverage of improved sanitation in low-income communities in Africa.

The specific objectives of the workshop include:

- To present the findings of the action research on the process for marketing sanitation in low-income urban settlements.
- To share lessons learnt and explore the potential for scaling up sanitation marketing.

2.2 Workshop Participants

The participants consisted of a mix of people from the municipal government, government water supply agency, WaterAid staff from various programmes in Tanzania, representatives from WaterAid Uganda and Ethiopia respectively, collaborators in the research – TREND Ghana and LSHTM, toilet providers, NGOs and academics from Dar es Salaam University. The workshop was organised to ensure a mix of participants and stakeholders in the water supply and sanitation sector. The majority of the participants were from Tanzania and were funded by their respective agencies. The workshop was opened by the Director of Preventive Health, Ministry of Health, Tanzania. Journalists from national newspapers also attended the workshop.

A list of the workshop participants is attached in **appendix 1**.

2.3 Workshop Approach

The workshop consisted of a series of presentations made by those involved in the action research on the process and lessons learnt. Each presentation was followed by a plenary discussion session and questions. Participants also worked in small groups to discuss the various stages of the sanitation marketing process, identify areas that need further work and explore the potential for scaling up. The group work also provided the opportunity for the participants to explore the roles of the public sector, private sector (including small independent toilet providers) and NGOs in marketing sanitation.

The workshop lasted for 3 days, including a half-day field visit to the research site and was facilitated mainly by WEDC (Dr Andrew Cotton and Amaka Obika).

2.4 Agenda

The workshop agenda is summarised below:

2.4.1 Day 1

Keynote presentation

Dr Andrew Cotton from WEDC gave a global overview of sanitation, the urban context and the need for sanitation marketing. He discussed the international targets for sanitation and what it means at the country, province, district and community level. He explored why many attempts at improving sanitation access and uptake failed, which includes poor understanding of users, placing

technology before users and uncoordinated approaches by various stakeholders – subsidy or no subsidy.

The presentation was followed by a plenary question and discussion session where participants discussed the state of global sanitation and why much effort is needed to improve coverage. See **appendix 2** for a copy of the presentation.

Overview of the Social Marketing for Urban Sanitation Research

Amaka Obika from WEDC presented the background of the action research on social marketing for urban sanitation. She discussed the difference between commercial marketing and social marketing, compared sanitation marketing with other sanitation promotion approaches and presented what is needed for marketing sanitation. The presentation (attached in **appendix 3**) was followed by a plenary question and discussion session where participants were given the opportunity to seek further clarification on aspects of the presentation.

Commercial market research versus formative research for social marketing of sanitation

Robert Wamaya from Steadman Research Services gave a presentation on how market research is conducted for commercial products and compared it with the approach used for formative research for sanitation marketing. He concluded that there is not much difference in the approaches except that in commercial marketing, the market research is commissioned by companies in order to market a product(s) and make profits, while in social marketing of sanitation it is conducted by development agencies to improve health rather than make financial benefits. However, he pointed out that having development workers openly conducting market research often makes consumers think that toilets will be offered to them for free, especially if they know that they are dealing with NGOs or Government agencies. The presentation is attached in **appendix 4**.

The presentation was followed with many questions from the participants mainly because NGOs and government agencies are not used to working with commercial research agencies such as Steadman. Discussions were mainly on the methods for conducting market research and how long it is likely to take to complete one.

Formative research process – case study from Ghana

Oliver Frimpong from TREND, Kumasi Ghana gave a presentation on the process that was used for conducting formative research for marketing sanitation in Ghana. He listed the process as follows – *developing key questions, transect walk of the target site, unit area mapping, house inventory, in-depth interview of adopters (toilet owners) and non-adopters, latrine design inven-*

tory, producer interview, and questionnaire survey. The research was conducted in a peri-urban town called Nkawie, about 20km from Kumasi. He indicated that the process was very in-depth and took a long time to complete. The in-depth interview as a tool was complex and the team needed more training and time to become conversant with the process of probing during interviewing. Another key issue he pointed out was the cultural barrier of not being able to discuss faeces and toilets openly in the Ashanti land. The presentation is attached in **appendix 5**.

The presentation was followed with questions on the difficulties encountered with conducting in-depth interview and how the research team resolved this.

Formative research process in Tanzania

Meki Mkanga from WaterAid Dar es Salaam Urban Program presented the process used for formative research in Dar es Salaam. The approach is slightly different from that used in Ghana and is more aligned to the commercial market research approaches. The team in Tanzania worked with Steadman Research to conduct formative research. The methods included focus group discussion and questionnaire survey. The team was closely monitored and supported by Steadman Research services, who also ensured quality control of outputs. Eight focus groups were conducted which consisted of landlords/landladies with and without toilets (5 groups), latrine builders (fundis – 2 groups) and street government (1 group). Based on the top lines from the focus groups, a questionnaire was developed to facilitate the quantitative market survey. The whole process took approximately 10 days and 4 people to complete, (see **appendix 6** for the presentation)

The presentation was followed by an open plenary session where participants asked questions on the process and the role of Steadman Research Services. It also provided the opportunity to compare the formative research process in Tanzania with that of Ghana. The major differences noted were the time it took in Tanzania as compared to Ghana and the recording process, which in Ghana seems to have relied only on the notetaker.

Scaling formative research for sanitation marketing

The participants split into small groups to discuss ways of scaling up sanitation marketing beginning with formative research. The session was facilitated by Andrew Cotton, and three key questions used to guide the group discussion.

- *How can this be done?*

The groups indicated that the first step towards scaling up sanitation is to clearly define what we want to achieve and then set objectives based on this. Based on the objectives, research groups can then be set up at regional bases made up of government and NGO extension workers. Each group will

have a supervisor (a higher level staff). There should be a sanitation coordinator at the regional level who manages the team leaders and all regional sanitation coordinators then reports to a national sanitation coordinator. Key research questions should be developed and a professional market research firm contracted to give training support and quality control of the formative research.

One major issue that cuts across the groups is the promotion of partnerships (between government, non-governmental agencies and the private sector). They emphasised that the approach for formative research should be simple, affordable, and acceptable and time bound. One group suggested using methods used by commercial market researchers such as focus group discussion and questionnaire survey. Another group suggested using community management approaches such as drama.

- Who can do what?

At the ward level, the participants suggested the use of extension workers and their supervisors, and regional coordinators and a national sanitation coordinator.

- What support is required?

The services of a professional market research firm are needed to support the sanitation marketing process across the regions. The firm will be responsible for training the teams, monitoring and ensuring quality control of the products. A national sanitation coordinator is required to oversee the activities of the research firm and manage the whole sanitation-marketing programme.

The plenary discussion revealed that most of the participants from the development agencies try to mix development approaches with marketing approaches. The idea of the lack of subsidies for household sanitation was not easily accepted. The need for contracting a commercial market research firm becomes more apparent, as it will take development workers some time to completely buy into the sanitation marketing principles. There was also the perception that 'social marketing of sanitation' makes the confuses development approach with marketing approach because of the word 'social'. It was therefore agreed that it should be called '**sanitation marketing**' and *formative research* changed to **market research**.

2.4.2 Day 2

Developing sanitation marketing strategy using formative research

Amaka Obika made a presentation on using the formative research result to develop strategy for sanitation marketing. The strategy included setting goals and objectives for the sanitation-marketing programme. She discussed how the outputs from formative research were used to develop the preliminary marketing mix, covering *product, price, place, and promotion*, and also included other aspects such as *partnership, policy and purse string*. The presentation pointed out the importance of partnerships in sanitation marketing particularly in areas where development agencies lack expertise. These include areas such as developing and pre-testing marketing concepts/creative designs, conducting consumer panel testing of products (toilets) and organising promotion activities to market new products. The presentation is attached in **appendix 7**. The session was followed with questions and discussions. One of the key things pointed out from the plenary session was the lack of clear indicators for monitoring progress.

Concept development for marketing sanitation

Ananciata from M&M communication Ltd gave a presentation on the process of developing concept for marketing products. M&M is a commercial communication firm that specialises in concept development for marketing new products. She explained the process used for developing marketing concepts and the skills that are required. She pointed out that in marketing, products and services are branded, attractively packaged, effectively promoted, widely marketed to selected target group and sold at appropriate prices. She emphasised that marketers target particular audience who are most likely to buy their products or those that can influence others to buy the products.

The presentation created intense discussion and excitement from the participants, because it presented a way of working which was different from development principles. She went through the process of concept development, creative conceptualisation and who is involved at what stage. There were views from some of the participants that it could potentially be quite expensive to contract a company such as M&M. This was countered by other participants who think that development and government agencies need to buy in expertise for certain aspects of sanitation marketing if it is to be scaled up successfully. The presentation is attached in **appendix 8**.

Pre-testing of concepts

Meki Mkanaga presented the process that was used for pre-testing the marketing concepts by M&M. Steadman Research Services was contracted to work with WaterAid using focus group discussion to test the concepts. She explained the process for pre-testing concepts beginning with selection of participants, conducting focus groups, analysis and feedback to the communica-

tion firm. Initially 10 concepts were tested and 5 were selected for further development. M&M developed the 5 concepts and they were tested again, which resulted in 3 being selected. The session was followed by questions and discussions in a plenary session. The presentation is attached in **appendix 9**.

Product and Provider identification and development

Three presentations were made in this section and they include the following:

- Identifying and working with fundis,
- Product (toilet options) development and training of fundis and
- Fundi training process

The first presentation was given by Eda Gwebu an extension work from Tembeke Municipal Council. She discussed the process for identifying small independent toilet builders (fundis) and coordinating their training. She pointed out that it took about 6 weeks in total to complete the training. Considering that fundis are daily paid workers, the training was quite a long time although they were paid a token allowance for meals. She indicated that initially the fundis were quite reluctant but when new toilets were introduced into the training, their enthusiasm rose and most of them completed the training.

Edmund John from EEPCO (an NGO involved in low-cost sanitation) gave a presentation on the toilet options that were identified, the training process for the fundis and lessons learnt from working with small independent toilet builders in a group. (See EEPCO presentation in **appendix 10**).

Emmanuel Adam, a fundi trained as part of the sanitation marketing programme gave the third presentation. He discussed the various toilet options, their components, types and quantity of material required for each. He also discussed how they arrived on the costing of each of the toilet option based on materials and labour costs. The session was followed by several questions and discussions on the toilet options, costing and how the fundis intend to function in future. There were also discussions on emptying mechanisms for full toilets.

Product testing and establishment of supply outlet

Meki Mkanga presented the approach for testing the toilet options that are being marketed with the target audience. She worked with WaterAid to organise consumer panels to discuss their perceptions of the toilets. 5 toilets were tested, *pourflush offset; ecosan, improved pit, VIP, and direct pit pour flush*. The toilets tested were built by the fundis as part of their training, and members of the test panel were given coupons to enable them to use the toilet for 2 weeks before attending a focus group discussion session. She pointed out that participants of the panel test were concerned about emptying pit toilets including the pour flush. There were also issues with the ecosan regarding the inability to shower in the toilet and the difficulty of using and maintaining it

particularly by children. Some modifications were suggested for the ecosan toilet design to make it user-friendly.

Part of the presentation was on the establishment of supply outlet for toilets. One of the key findings of the formative research was the lack of a 'place' where consumers can go to get information and also buy toilets of their choice. She explained how the fundis were supported to establish a toilet centre. The centre provides the following services:

- give out information on toilet options available and the cost estimate;
- assist house owners to make decision on the most suitable toilet for their condition,
- people can buy the components of the various toilets
- contacts for fundis to build the toilet of choice.

The centre in Keko Muanga B is called 'Kituo cha vyoo' and displays samples of the components of various toilet options, drawings and photos of various toilets plus toilet costs estimates. Although the centre is located in Keko Muanga B, it can provide services for most parts of Dar es Salaam.

Promotion campaign – preparation and implementation

Amaka Obika gave a presentation on the promotion campaign. She discussed the process used in the research for toilet promotion. The promotion strategy was developed with M&M Communications Ltd based on the result of the formative research and working with toilet builders. Considering that the toilets being marketed and the idea of a toilet centre are all new to the target audience, it was necessary to use a promotion medium that would create mass awareness and could cover wider areas than the research site. The planning involved the identification of traditional entertainers based in low-income communities, development of story lines to facilitate drama and dance.

The story lines were given to the two entertainment groups (street comedians and a community theatre/dance group) to allow them to prepare sketches. Rehearsals were held for 5 days guided by the research team and M&M Communications Ltd. A roadshow held the day before the launch covered most major streets in Temeke Municipality. This was followed by announcement in all parts of Keko Muanga A, B and C using a public address system (specially inviting) landlords and landladies to attend the launch. A launch event was held on the following day, where drama and songs were performed on the problems of lack of toilets. The toilet builders were presented with certificates and moulds, and they had a stand with displays of components of toilets and model superstructures. The presentation was followed with open questions and discussions. (See **appendix 12** for the presentation).

Fundi (toilet builders) group

Muhina Telesphol, the secretary of the fundi group gave a presentation on how the fundi group intends to work. The group is made up of 10 individual toi-

let builders and 7 mobilisers who were trained as part of the action research. The group decided to work as a group because they felt it would be more advantageous, as they can help each other. The group appointed a chairperson, a secretary and a treasurer. Muhina indicated that the toilet centre would serve as the point of contact for the fundis and work will be assigned accordingly. Any fundi who is working on a toilet receives a fee and 10% of the cost of each toilet will be retained in an account for running the centre. The centre will be run by the secretary and in his absence one of the mobilisers or another fundi. The mobilisers will be treated the same as the fundis and there will be a site supervisor, who ensures that quality is maintained. The fundis will also think about including emptying services to expand their scope.

The presentation was followed by a plenary discussion on how the group will function considering that it is made up of individual toilet builders, who are used to working informally. There were suggestions for the group to form a small association, co-operative or NGO and register officially with Temeke Municipal. The type of association that they register will have an impact on whether they have to pay tax or not. The presenter pointed out that the group is still very new and they will work out things as they go along but stressed that they intend to work as a group rather than as individuals.

Scaling up sanitation marketing

The participants met in small groups divided by organisation (WaterAid Tanzania, Water Aid from other countries, Temeke Municipal Council, Fundi group). The session was facilitated by Steve Sugden and asked each group to draw where they would like to be in 2 years in terms of sanitation marketing.

Fundi Group

Present situation:

- Most of the toilets in Keko MB are of very poor quality and household wastewater openly flows in the pathways. The toilet centre has just opened and few enquiries are made. The construction workshop is located in the primary school.

In 2 years time:

- More toilets will be built in Keko MB and the toilet centre will have more requests.
- A bigger production site will be established and fundis will be doing work outside Keko.
- Fundis will also begin to provide emptying services using small vacu-tug.
- The toilet centre will become very popular and people will be visiting from all parts of Dar es Salaam.

In 3 years time:

- They will do another big promotion with more billboards, radio stations and TV.
- Customers will be trooping into the toilet centre.
- The centre will be much bigger and combined with the workshop.
- The fundi group will go into partnership with big desludging truck, and the director of the centre will have a car.

Government group

The Government group indicated that an advocacy or awareness workshop should be organised for all the relevant staff of Temeke Municipal Council (TMC) on the need for sanitation marketing. This will be followed by creation of a sanitation forum made up of extension workers, local/international NGOs, marketing firms, influential people/politicians, and fundis led by the TMC. The forum will use a process similar to that of the action research to implement sanitation marketing. They anticipate that in two years time, most houses in low-income settlements in Temeke municipality and other parts of Dar es Salaam will have a good toilet.

WaterAid Group

Marketing = right product at right price in right place & will protected

- The private sector should be left alone to provide services to the community in the inner circle.
- The promotion will be ongoing at the outer circle supported by the sanitation forum.
- Outside the circle there should be a sanitation forum comprising of WA, AMREF, DCC; MOH; MOWLD, etc. The forum will promote partnership and resource mobilisation.
- The sanitation forum will be responsible for:
 - product development
 - quality control or standards
 - Monitoring
 - Legal framework, by-laws, etc.
 - Capacity building
 - Good governance
- This will lead to increase in coverage, income generation, poverty reduction, and benefit to the poor and environmental improvement.

2.4.3 Day 3

Field Visit and Outcome

Most of the participants went on a field visit to the project site – Keko Muanga B to meet with the fundis, visit the toilet centre, the demonstration toilets and other toilets in the low-income settlement. The participants got together in a plenary session to discuss the field visit, including positive outcomes and areas that need more work. The table below summarises the points raised by the participants after the field visit.

Table 1. Outcomes of field visit to Keko Muanga B – Dar es Salaam	
Positive	Needs work
Appropriate technologies used (some).	Needs a monitoring system
The community has accepted the idea of latrine improvement.	O & M of eco-san using water for anal cleansing.
Cost of latrines seems to be acceptable.	Urine disposal in eco-sanitation
Users liked the design compared with other cheaper ones.	Emptying and sustainability.
Good co-operation with toilet centre.	Cheapest options may not be cheap enough for members of the community.
Toilet centre well located for Keko MB	Fundis need more assistance with advocacy (via the local government).
There are women fundis.	More research on the technologies and costs.
Community and guests friendly.	Registration of fundis as a group
No smell in eco-san	1.5 slab may be too heavy to transport.
Fundi factory good location inside the school compound.	No standard design and quality control.
Eco-san lady looking forward to selling her manure and fundis finding a buyer for her.	Plastic pans are not locally available.
Owners of newly constructed toilets maintain them.	
Fundis are willing to learn more.	
The range of options offered gives a choice to the buyers.	
The community is geared for change.	
New owners proud of new latrines.	
There is a demand at the centre; people were coming to ask for information about toilets.	
Community is on the way up and paying for refuse disposal.	
Good partnership with the local govt., WaterAid and the informal sector.	
The commitment of the fundis	

Contents of a concise guide to sanitation marketing

The participants worked in small groups according to the table where they sat to discuss and propose the contents of a guide to marketing sanitation. The guide will assist sector stakeholders in planning and implementing sanitation marketing. The proposed contents is summarised below:

1. Introduction to social marketing

- Purpose of social marketing
- 4Ps in relation to sanitation
- Technology options (design and costing)
- Field testing

2. Experience of local marketing research

- Processes for conducting consumer (formative) research for sanitation marketing.

3. Guide for developing concepts and effective promotion campaign.

4. Promotion and communication of toilet options for marketing

- Promotion methods (description of the different methods that can be used, how much they can cost, and how effective they can be) / Acceptance of technology

5. Institutions approach to sanitation marketing (PPP)

- Identifying partners for marketing sanitation.
- Roles and responsibilities of the different stakeholders

6. Experience from pilot areas

7. Capacity building of fundis

- Selection criteria, training content, timing.
- Marketing, small business management

8. Advocating changes of approach to policy makers.

9. Development of monitoring evaluation system

- Monitoring of post launch campaign and reach of promotion
- Sales record

A1 Appendices